

BEFORE THE  
**Federal Communications Commission**  
WASHINGTON, D.C. 20554

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Federal Communications Commission  
Office of Secretary

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In the Matter of )  
 )  
Amendment of Section 73.202(b), ) MB Docket No. 02-136  
Table of Allotments, )  
FM Broadcast Stations )  
(Arlington, The Dalles, Moro, Fossil, Astoria, )  
Gladstone, Tillamook, Springfield-Eugene, )  
Coos Bay, Manzanita and Hermiston, Oregon )  
and Covington, Trout Lake, Shoreline, Bellingham, )  
Forks, Hoquiam, Aberdeen, Walla Walla, Kent, )  
College Place, Long Beach and Ilwaco, Washington) )  
  
To: The Commission

**MOTION FOR LEAVE TO SUPPLEMENT**  
**REPLY TO OPPOSITIONS OF JOINT PETITIONERS**  
**AND**  
**SUPPLEMENT**

Triple Bogey, LLC; MCC Radio, LLC and KDUX Acquisition, LCC (together "Triple Bogey") herein move to supplement their Reply to Opposition of Joint Petitioners, filed in this proceeding on September 22, 2004. Specifically, Triple Bogey wishes to bring to the Commission's attention the staff ruling in *Sells, Arizona*, DA 04-3514 (Assistant Chief, Audio Div., released November 22, 2004) (copy attached), which deals with a key issue ignored in the *Report and Order* in this proceeding: the inadequacy of "back fill" allotments to cover unserved and underserved areas created through modification of an existing station's allotment. Good

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cause exists for acceptance of the Supplement incorporated herein in that it will facilitate the Commission's full examination of the issues presented in this proceeding.

### Supplement

In *Sells, Arizona*, the Commission staff dealt with a counterproposal advanced by Lakeshore Media, LLC, that contemplated relocation of Station KWCX-FM from Willcox, Arizona to Davis-Monthan Air Force Base, Arizona. The proposal also contemplated downgrading KWCX-FM from Channel 285C2 to Channel 285C3. Because the relocation of KWCX-FM would create unserved and underserved areas, Lakeshore also proposed the allotment of two new vacant channels at Willcox.

Journal Broadcasting Corporation ("Journal") argued that Lakeshore's counterproposal should be denied because its proposed use of vacant "back-fill" allotments was precluded by the Commission's decision in *Pacific Broadcasting of Missouri, LLC*, 18 FCC Rcd 2291 (2003); *recon. den.* 19 FCC Rcd 10950 (2004) (hereinafter "*Refugio, Texas*").

The staff citing, *Refugio, Texas*, agreed with Journal. The staff specifically rejected Lakeshore's assertion (which is identical to Joint Petitioners' assertion here) that white or gray areas created by relocation of an existing station are deemed filled by the mere allotment of new vacant channels to cover the area in question. *Sells, Arizona* at ¶ 9.<sup>1</sup> Again, citing *Refugio*,

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<sup>1</sup> In *Sells, Arizona*, the staff's analysis shows that an area of 2,142 square kilometers with a population of 2,846 would be left with no aural reception service and an area of 1,068 square kilometers with a population of 1,022 would be left with only one aural reception service. In the above-captioned case, comparable white and gray areas are in issue. If Station KMCQ, The Dalles, Oregon, were to be relocated as the Joint Petitioners propose, an area of 2,012 square kilometers with a population of 1,799 would be left with no aural service and an area of 4,453 square kilometers with a population of 1,836 persons would be left with only one aural reception service. See Exhibit A of Triple Bogey's Reply Comments, filed March 24, 2003.

*Texas*, the staff stated that the ultimate licensing of a back-fill through the Commission's auction procedures is both "an uncertain and time consuming process." *Id.* at ¶ 8.

In concluding that a vacant allotment is insufficient to offset the loss of service that would result from relocation of an existing station, the *Sells, Arizona* decision quoted, as Triple Bogey has, *Modification of FM and TV Authorizations to Specify a New Community of License*, 5 FCC Rcd 7094, 7097 (¶ 19):

[R]eplacement of an operating station with a vacant allotment or unconstructed permit, although a fact to be considered . . . , does not adequately cure the disruption to 'existing service' occasioned by removal of an operating station. From the public's perspective, the potential for service at some unspecified future date is a poor substitute for the signal of an operating station that can be accessed today simply by turning on a TV or radio set.

The *Report and Order* in the above-captioned proceeding failed to take note of the significant white and grey areas that relocation of KMCQ would create. The ruling in *Sells, Arizona*, underscores that those white and grey areas are decisionally significant and that the harm caused by the withdrawal of KMCQ's existing service cannot be cured by dropping in vacant allotments.

WHEREFORE, in light of all circumstances, Triple Bogey respectfully requests that this "Motion for Leave to Supplement Reply to Opposition to Joint Petitioners" be GRANTED and the Supplement set forth herein be considered in connection with the Commission's disposition of Triple Bogey's Application for Review.

**TRIPLE BOGEY, LLC, MCC RADIO, LLC  
and KDUX ACQUISITION, LLC**

By: 

Matthew H. McCormick  
Their Counsel

Reddy, Begley & McCormick, LLP  
1156 15<sup>th</sup> Street, N.W., Suite 610  
Washington, D.C. 20005-1770  
(202) 659-5700

December 1, 2004

**REPORT AND ORDER RELEASED NOVEMBER 22, 2004**

**Before the  
Federal Communications Commission  
Washington, D.C. 20554**

In the matter of	)	
	)	
Amendment of Section 73.202(b)	)	
FM Table of Allotments,	)	MB Docket No. 02-376
FM Broadcast Stations.	)	RM-10617
(Sells, Arizona)	)	

**REPORT AND ORDER  
(Proceeding Terminated)**

**Adopted: November 17, 2004**

**Released: November 22, 2004**

By the Assistant Chief, Audio Division, Media Bureau:

1. The Audio Division has before it a *Notice of Proposed Rule Making*<sup>1</sup> issued at the request of Rural Pima Broadcasting ("Petitioner"), proposing the allotment of Channel 285A at Sells, Arizona, as the community's first local aural transmission service. Lakeshore Media, LLC ("Lakeshore"), licensee of Station KWCX-FM, Willcox, Arizona, filed a counterproposal to substitute Channel 285C3 for Channel 285C2 at Willcox, and reallocate Channel 285C3 from Willcox to Davis-Monthan Air Force Base, Arizona ("Davis-Monthan AFB"), as a first local aural transmission service. Lakeshore's counterproposal also includes the allotment of Channels 283C2 and 245C2 at Willcox to provide service to unserved and underserved areas created by the reallocation of Channel 285C3 from Willcox to Davis-Monthan AFB. Lakeshore also proposes to modify the transmitter site for Station KZZP(FM), Channel 284C, Mesa, Arizona to accommodate its preferred transmitter site for Station KWCX-FM.<sup>2</sup> Finally, it proposes an alternate channel, Channel 249A, to be allotted at Sells in lieu of Channel 285A as requested by Petitioner. Journal Broadcasting Corporation ("Journal") and REC Networks ("REC") filed comments in opposition to the counterproposal. Lakeshore filed reply comments and a supplement in response. Petitioner filed comments stating that it will file an application for Channel 285A at Sells, if allotted and if granted, will construct the facility as authorized. It filed a supplement stating that it would file an application for Channel 249A as well. On October 26, 2004, Lakeshore filed an amendment to its counterproposal, which is addressed below.

2. In support of the counterproposal, Lakeshore states that Davis-Monthan AFB is a community for allotment purposes, and that it is independent of the Tucson, Arizona, Urbanized Area based on the factors enumerated in *Faye and Richard Tuck*.<sup>3</sup> Lakeshore also notes that the proposed

<sup>1</sup> See *Sells, Arizona*, 17 FCC Rcd 24575 (2002).

<sup>2</sup> On October 26, 2004, Lakeshore filed a Leave to Amend and an Amendment to its counterproposal to modify this aspect of its counterproposal in light of the Bureau's recent decision in *Gunnison, et al., Colorado, and Laramie, Wyoming*, DA 04-2908 (MB, rel. Sept. 20, 2004) holding that requests to modify transmitter site location to accommodate rulemaking petitions are not allowed under Section 73.208 of the Commission's rules. Lakeshore proposes modify Station KZZP(FM)'s license to operate on Channel 282C0 in lieu of Channel 284C, and remain at its current site. In light of our decision below, this request is denied as moot.

<sup>3</sup> These factors are: 1) the extent to which the community residents work in the larger metropolitan area, rather than the specified community; 2) whether the smaller community has its own newspaper or other media that covers the community's local needs and interests; 3) whether community leaders and residents perceive the specified community as being an integral part of, or separate from, the larger metropolitan area; 4) whether the specified community has its own local government and elected officials; 5) whether the smaller community has a telephone book provided by the local telephone company or zip code; 6) whether the community has its own commercial (continued....)

60dBu contour would provide service to 813,043 persons, which is a net gain in population of 799,998 persons. It states that portions of the loss area are served by as many as ten existing or proposed services. However, it states that there are also unserved areas and underserved areas created, but those areas will be provided service by the proposed allotments of Channels 282C2 and 245C2 at Willcox. Lakeshore also notes that its proposal requires that Station KZZP, Channel 284C, Mesa, Arizona, change its transmitter site reference coordinates. Lakeshore includes a statement by Citicasters Licenses, L.P. ("Citicasters") indicating it is willing to change its transmitter site reference coordinates to a site that complies with Section 73.207 of the rules, and Lakeshore agrees to reimburse Citicasters for the reasonable costs of changing its transmitter site to the extent necessary under the Commission's spacing rules. Finally, Lakeshore states that its proposed reference point would be short spaced to Station XHNI-FM, Nogales, Sonora, Mexico, but that under the 1992 Treaty between the U.S. and Mexico, it will provide contour protection to Station XHNI.

3. In opposition to the counterproposal, Journal and REC both argue that Davis-Monthan AFB does not qualify as an independent community for allotment purposes because it is entirely within the city limits of Tucson, Arizona and does not have sufficient indicia as an independent community under *Tuck*. Both note that the U.S. Census deleted the base as a Census Designated Place in 1990 when it was annexed into Tucson. REC argues that the base should not be found independent under *Tuck* because it is a "campus" environment more like a university or prison, and should not presumptively be considered an independent community for allotment purposes.

4. Journal also argues that Lakeshore's counterproposal should be denied because its proposal to allot Channels 282C2 and 245C2 at Willcox to avoid unserved and underserved areas as "backfill" allotments is precluded by the Commission's decision in *Pacific Broadcasting of Missouri, LLC ("Refugio")*,<sup>4</sup> and without the backfill allotments, the counterproposal would leave behind vast unserved and underserved areas, *i.e.*, white and gray area. In addition, Journal argues that the counterproposal should be denied because its short spacing to Station XHNI-FM will result in a substandard allotment incapable of operating at maximum C3 facilities. Finally, Journal argues that the proximity of the sites for Channel 285C3 at Davis-Monthan AFB and Channel 284C at Mesa are too close to airport runways to assume that they will receive FAA approval.

5. Lakeshore responds to these arguments by repeating that Davis-Monthan AFB is a community for allotment purposes and that it is independent of Tucson based on the *Tuck* factors. It also argues that *Refugio* only applies to backfill allotments to preserve transmission service and does not apply to backfill allotments to preserve reception service. Lakeshore also argues that unlike the loss of a transmission service, which can only be replaced by an operating station, the Commission considers the allotment of a new channel to be an adequate replacement for the loss of a reception service. Thus, Lakeshore contends, the mere allotment of a new channel is sufficient to prevent the creation of white or gray area.

6. Lakeshore also argues that Journal's allegation that Channel 285C3 at Davis-Monthan AFB will be "a substandard allotment" because of the need to protect Station XHNI-FM at Nogales, Sonora, Mexico is speculative. Lakeshore contends its proposal satisfies the Commission's technical rules, including the principal community coverage rule and relevant spacing rules. It further argues that operation from the reference point with maximum facilities is not required. Finally, Lakeshore states that

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establishments, health facilities, and transportation systems; 7) the extent to which the specified community and the central city are part of the same advertising market; 8) the extent to which the specified community relies on the larger metropolitan area for various municipal services such as police, fire protection, schools and libraries. 3 FCC Rcd 5375 (1988).

<sup>4</sup> *Pacific Broadcasting of Missouri, LLC*, 18 FCC Rcd 2291 (2003); *recon. den.* 19 FCC Rcd 10,950 (2004).

Journal's argument that the tower sites for Channel 285C3 at Davis-Monthan AFB and Channel 284C at Mesa, Arizona, might be too close to airport runways to receive FAA clearance is also speculative and unsupported. It argues that at the allotment stage it is presumed that a technically feasible site exists and that Journal's speculative argument does not overcome this presumption.

7. **Discussion.** We agree with Journal that the Commission's reasoning in *Refugio* applies equally to the facts of this case. Vacant allotments cannot be used to avoid loss of first or second reception service. *Refugio* specifically refers to the presumptive need to continue existing transmission services. However, under the allotment priorities, first fulltime aural reception service is the first priority and second fulltime aural reception service and first local aural transmission service are of equal value as the second and third priorities. Vacant allotments are equally inadequate to cure the priority one and two service losses at issue here.

8. In this case the areas losing service are significant in size. Our engineering analysis shows that the loss area resulting from the substitution of Channel 285C3 for Channel 285C3 at Willcox and the reallocation of Channel 285C3 from Willcox to Davis-Monthan AFB will contain 8,560.3 square kilometers with a population of 13,842. Our analysis also shows that an area of 2,142 square kilometers with a population of 2,846 would be left with no aural reception service, and an area of 1,068 square kilometers with a population of 1,022 would be left with one aural reception service.<sup>5</sup> In a case such as this, in which the downgrade and reallocation of a channel would create large and heavily populated white and gray areas, we will not allow a party to propose to fill that area with vacant channels. As the Commission held in *Refugio*, the ultimate licensing of a backfill through our auction procedures is both an uncertain and time consuming process. Further, as we held in *Change of Community*,<sup>6</sup> "the public has a legitimate expectation that existing service will continue, and this expectation is a factor we must weigh independently against the service benefits that may result from reallocating a channel regardless of whether the service removed constitutes a transmission service, a reception service or both."<sup>7</sup> The Commission also stated that removal of service is warranted only if there are sufficient public interest factors to offset the expectation of continued service. Even allotting a first local transmission service to a community does not outweigh the loss of all reception service to almost 3,000 listeners and removing all but one service to 1,000.

9. We disagree with Lakeshore's argument that the Commission considers the allotment of a channel to be an adequate replacement for the loss of a reception service. Further, Lakeshore is incorrect that white or gray area created by a proposal can be filled by the mere allotment of a new channel. None of the cases cited by Lakeshore stands for either proposition.<sup>8</sup> Unlike this case, those cases refer to the status of previously allotted vacant channels. In *Greenup, Kentucky and Athens, Ohio*,<sup>9</sup> we stated that we will take into account vacant allotments in determining whether a proposed allotment should receive Priority 1 or 2 credit. This policy is based on our conclusion that the Commission "should normally" assume that service will be provided on previously allotted vacant channels.<sup>10</sup> In contrast, the proposed reallocation raises a fundamentally different issue, viz., whether a vacant allotment is sufficient to offset

<sup>5</sup> Significant areas would be left with two aural services (1,447 sq. km/pop. 5,254), three aural services (980 sq. km./pop. 3,181), and four aural services (2,656 sq.km./pop.1,539).

<sup>6</sup> *Change of Community MO&O*, 5 FCC Rcd 7094 (1990) affirming 4 FCC Rcd 4870 (1989).

<sup>7</sup> *Id.* at 7097.

<sup>8</sup> In *Nogales, Vail and Patagonia, Arizona*, 16 FC Rcd 20515 (2001), the staff found that no areas would receive fewer than two fulltime aural reception services; in *Meeker and Craig, Colorado*, 15 FCC Rcd 23858, (2000) the staff denied the proposed reallocation. Neither case granted a vacant allotment to fill white or gray area.

<sup>9</sup> *Greenup, Kentucky and Athens, Ohio*, 6 FCC Rcd 1493 (1991).

<sup>10</sup> *Id.* at 1494.



the loss of an existing service which provides a first or second reception service to a significant number of listeners. Petitioner's reliance on *Greenup*, is, therefore, misplaced. As we said in *Change of Community*, "replacement of an operating station with a vacant allotment or unconstructed permit, although a factor to be considered..., does not adequately cure the disruption to 'existing service' occasioned by removal of an operating station. From the public's perspective, the potential for service at some unspecified future date is a poor substitute for the signal of an operating station that can be accessed today simply by turning on a TV or radio set."<sup>11</sup> We conclude, for the same reasons we articulated in *Refugio*, that a vacant allotment is insufficient to offset the loss of service that would result from the relocation of Station KWCX-FM.<sup>12</sup>

10. We believe that the allotment of Channel 285A at Sells<sup>13</sup> will serve the public interest because it will provide the community with its first local service. Channel 285A can be allotted at Sells at a site 9.3 kilometers (5.8 miles) south of the community.<sup>14</sup> We note that this site has received concurrence from the government of Mexico as a specially negotiated restricted allotment limited to 1.1 kW ERP and 100 m HAAT or the equivalent along the 123.2 degree azimuth toward Station XHNI(FM) Channel 286B, Nogales, Sonora Mexico.

11. The Commission will send a copy of this *Report and Order* in a report to be sent to Congress and the General Accounting Office pursuant to the Congressional Review Act, 5 U.S.C. Section 801(a)(1)(A).

12. Accordingly, pursuant to the authority contained in 47 U.S.C. Sections 4(i), 5(c)(1), 303(g) and (r) and 307(b) and 47 C.F.R. Sections 0.61, 0.204(b) and 0.283, IT IS ORDERED, That effective January 6, 2005, the FM Table of Allotments, Section 73.202(b) of the Commission's Rules, is amended for the communities listed below, to read as follows:

<u>Community</u>	<u>Channel</u>
Sells, Arizona	285A

13. The window period for filing applications for this allotment will not be opened at this time. Instead, the issue of opening these allotments for auction will be addressed by the Commission in a subsequent Order.

14. IT IS FURTHER ORDERED That the counterproposal filed by Lakeshore Media, LLC, IS DENIED.

15. IT IS FURTHER ORDERED That this proceeding IS TERMINATED.

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<sup>11</sup> *Id.*

<sup>12</sup> Accordingly, we need not consider the other issues raised against the Lakeshore counterproposal.

<sup>13</sup> Sells is a community for allotment purposes. It is a Census Designated Place with a 2000 U. S. Census population of 2,799 persons. It has schools, a police department, businesses, healthcare, and churches. Petitioner has established the community status of Sells, Arizona.

<sup>14</sup> The coordinates for Channel 285A at Sells are 31-49-44 NL and 111-53-28 WL.

16. For further information concerning this proceeding, contact Victoria M. McCauley (202) 418-2180.

**FEDERAL COMMUNICATIONS COMMISSION**

John A. Karousos  
Assistant Chief  
Audio Division  
Media Bureau

**CERTIFICATE OF SERVICE**

I, Janice M. Rosnick, do hereby certify that I have on this 1<sup>st</sup> day of December, 2004, caused to be hand delivered or mailed via First Class Mail, postage prepaid, copies of the foregoing MOTION FOR LEAVE TO SUPPLEMENT REPLY TO OPPOSITIONS OF JOINT PETITIONERS AND SUPPLEMENT to the following:

John A. Karousos\*  
Chief, Allocations Branch  
Policy and Rules Division  
Mass Media Bureau, Room 3-A266  
Federal Communications Commission  
445 Twelfth Street, S.W.  
Washington, D.C. 20554

Robert Hayne\*  
Audio Division  
Mass Media Bureau  
Federal Communications Commission  
Room 3-A262  
445 Twelfth Street, SW  
Washington, DC 20554

Mark N. Lipp, Esq.  
Vinson & Elkins, LLP  
1455 Pennsylvania Ave., N.W., Suite 600  
Washington, DC 20004  
Counsel for FIRST BROADCASTING COMPANY, L.P. and  
FIRST BROADCASTING INVESTMENT PARTNERS, LLC

J. Dominic Monahan, Esq.  
Luvaas Cobb Richards & Fraser, PC  
777 High Street  
Suite 300  
Eugene, OR 97401  
Counsel for MID-COLUMBIA BROADCASTING, INC.

Gary S. Smithwick, Esq.  
Smithwick & Belendiuk, PC  
5028 Wisconsin Avenue, NW, Suite 301  
Washington, DC 20016  
Counsel for SAGA BROADCASTING CORP.

M. Anne Swanson, Esq.  
Nam E. Kim, Esq.  
Dow, Lohnes & Albertson, PLLC  
1200 New Hampshire Avenue, NW  
Suite 800  
Washington, DC 20036  
Counsel for NEW NORTHWEST BROADCASTERS, LLC

Dennis J. Kelly, Esq.  
Law Office of Dennis J. Kelly  
P. O. Box 41177  
Washington, DC 20018  
Counsel for TWO HEARTS COMMUNICATIONS, LLC

Howard J. Barr, Esq.  
Womble Carlyle Sandridge & Rice, PLLC  
1401 Eye Street, NW, 7<sup>th</sup> Floor  
Washington, DC 20005  
Counsel for MERCER ISLAND SCHOOL DISTRICT and  
PENINSULA SCHOOL DISTRICT NO. 401

Cary S. Tepper, Esq.  
Booth Freret Imlay & Tepper, PC  
7900 Wisconsin Avenue, Suite 304  
Bethesda, MD 20814-3628  
Counsel for BAY CITIES BUILDING COMPANY, INC.

James P. Riley, Esq.  
Fletcher Heald & Hildreth, PLC  
1300 North 17<sup>th</sup> Street, 11<sup>th</sup> Floor  
Arlington, VA 22209  
Counsel for SALEM MEDIA OF OREGON, INC.

Charles R. Naftalin, Esq.  
Holland & Knight, LLP  
2099 Pennsylvania Avenue, NW, Suite 100  
Washington, DC 20006-1813  
Counsel for McKENZIE RIVER BROADCASTING CO., INC.

Chris Goelz  
8836 SE 60<sup>th</sup> Street  
Mercer Island, WA 98040

Robert Casserd  
4735 N.E. 4<sup>th</sup> Street  
Renton, WA 98059

Gretchen W. Wilbert  
Mayor, City of Gig Harbor  
3510 Grandview Street  
Gig Harbor, WA 98335

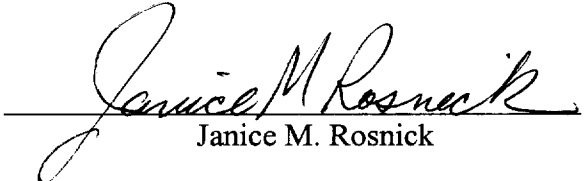
Ron Hughes, President  
Westend Radio, LLC  
P. O. Box 145  
Hermiston, OR 97838

Oregon Eagle, Inc.  
P. O. Box 40  
Tillamook, OR 97141

Rod Smith  
13502 NE 78<sup>th</sup> Circle  
Vancouver, WA 98682-3309

Merle E. Dowd  
9105 Fortuna Drive, #8406  
Mercer Island, WA 98040

Harry F. Cole, Esq.  
Fletcher Heald & Hildreth, PLC  
1300 North 17<sup>th</sup> Street, 11<sup>th</sup> Floor  
Arlington, VA 22209-3801  
Counsel for CRISTA MINISTRIES, INC.

  
Janice M. Rosnick

\* Hand Delivered